



McLoughlin Boulevard Enhancement Plan

Preferred Plan **FINAL REPORT**

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City of Oregon City

McLoughlin Boulevard Enhancement Plan

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Preferred Plan

The Preferred Plan for McLoughlin Boulevard is comprised of the design elements described below and illustrated in Preferred Plan drawings dated July 31, 2003. It applies to the right-of-way of McLoughlin Boulevard from the railroad underpass north to the Clackamas River Bridge, a distance of approximately one mile.

Segment 1/Segment 2, Railroad Underpass to 10th Street

- Provide two northbound and two southbound travel lanes with a typical width of 11 feet.
- Tighten the intersection of 99E with Railroad Avenue to reduce the speed of northbound 99E to-northbound-Railroad Avenue traffic, reduce pedestrian crossing distance and provide space for landscaped area with gateway element.

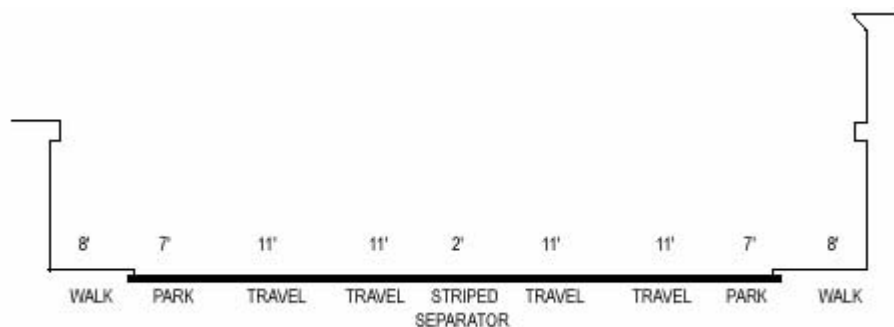


Figure 1 – Cross-Section 50 Feet West of Main Street, Looking West

- At Railroad Avenue provide signage for bike route on Railroad Avenue/Main Street alignment. Continue signage along this alignment to 10th Street. Provide directional signage to Municipal Elevator at McLoughlin Boulevard/7th Street and Main Street/7th Street.
- Provide a parking court with parallel parking on the east side of McLoughlin Boulevard south of 6th Street.

- Retain existing pedestrian-activated traffic signal at 7th Street. Provide raised, textured concrete crosswalk with special scoring pattern to match sidewalks. Provide curb extensions on east and west sides of McLoughlin Boulevard through 7th Street intersection. Accommodate future construction of concrete deck that extends to west of existing railing and is supported by structure of Oregon City-West Linn Bridge.
- Install raised, landscaped median from 8th to 10th Streets. At south legs of 8th, 9th and 10th Street intersections provide median pedestrian refuges and marked crosswalks.
- At north legs of 8th and 9th Street intersections, provide southbound left-turn lanes; retain existing southbound left-turn lane at 10th Street.
- Provide wide sidewalks and/or on-street parking along east side. Preferred sidewalk width is ten feet or greater; minimum sidewalk width is eight feet. Provide on-street parking as necessary to maintain existing parking count. Delete on-street parking if necessary to provide adequate travel lane width.
- Widen sidewalk to a typical width of 18 feet along west-side waterfront promenade. Provide parallel parking along west side as shown on Preferred Plan. Integrate art and architectural features in landscaping, sidewalks and railings to create attractive public spaces with a plaza atmosphere. Create strong separation – either continuous or at key locations – between highway and pedestrian space using architectural features and vegetation (for example, pergola or trellis with vines or tall, compact evergreen shrubs).
- Note that viaduct/bridge must be widened from 8th Street to 10th Street to accommodate wider sidewalks and a landscaped median with left turn lanes.

Segment 3, 10th Street to 15th Street

- Provide two northbound and two southbound travel lanes with a typical width of 11 feet south of 14th Street and 12 feet north of 14th Street.
- Provide typical sidewalk width of ten feet or greater on east side. Provide 15-foot multiuse pathway on west side. Integrate art and architectural features in landscaping, sidewalks and railings to create attractive public spaces with a plaza atmosphere. Create strong separation – either continuous or at key locations – between highway and pedestrian space using architectural features and vegetation (for example, pergola or trellis with vines or tall, compact evergreen shrubs).
- Construct overlook plazas along the west side of McLoughlin Boulevard at 8th, 9th, 10th, 11th, 12th, 13th and 14th Streets.
- Provide unsignalized pedestrian crossing with median refuge at south leg of 11th Street and southbound left turn pocket at north leg. Eliminate westbound left at 11th Street.
- Extend 12th Street west to provide a connection between Main Street and McLoughlin Boulevard. Install traffic signal with protected southbound McLoughlin Boulevard left-turn to 12th Street and pedestrian crossing at north leg and pedestrian crossing with median refuge at south leg.
- Construct raised, planted median from 10th to 15th Streets, with openings for street intersections and left-turn lanes. Construct median through 13th Street intersection north to 14th Street to eliminate southbound McLoughlin Boulevard left turn in/out

- at 13th Street. Provide openings and marked pedestrian crossings at north and south legs of 13th Street intersection.
- Add pedestrian crossings at existing 14th Street traffic signal at north and south legs of intersection. Provide median pedestrian refuge at south leg. Retain protected southbound McLoughlin Boulevard left turn to 14th Street.
- Provide on-street parking on the east side of McLoughlin Boulevard from 10th to 14th Streets.
- Remove concrete barrier between southbound travel lane and bicycle-pedestrian pathway.
- Control traffic in southbound express lane at 14th Street signal. Terminate express lane at this intersection.
- At 10th Street/McLoughlin Boulevard, provide directional signage to parallel bike route on Main Street. Provide bike route signage along Main Street from 10th Street north to Main Street Extension and on to Clackamette Drive.

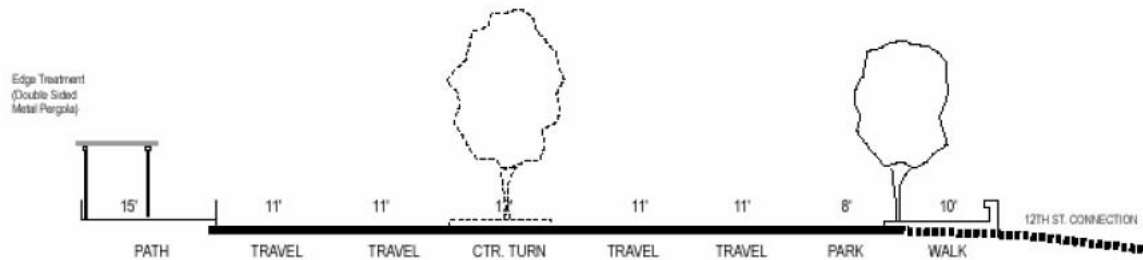


Figure 2 – Cross-Section 100 Feet South of 12th Street, Looking North

Segment 4 – Segment 6, 15th Street to Clackamas River Bridge

- Provide typical travel lane width of 12 feet.
- Provide three northbound travel lanes south of Dunes Drive. Transition to two northbound lanes north of Dunes Drive.
- Provide two southbound travel lanes and southbound express lane south of Dunes Drive.
- On east side, provide typical sidewalk width of ten feet south of 15th Street. North of 15th Street, provide seven-foot walk with five-foot planter strip.
- On west side, provide 15-foot multi-use pathway south of Dunes Drive. North of Dunes Drive, provide seven-foot walk with five-foot planter strip.
- Tighten up 15th Street intersection to reduce vehicle speeds and shorten pedestrian crossing.
- Remove southern northbound direct right-turn channelization to I-205 on-ramp and combine with northbound on- and off-ramp further to the north. Note that this will result in a northbound ramp configuration that is similar to the southbound ramp configuration. It will eliminate the dangerous pedestrian crossing of the southern northbound on-ramp. Landscape the resulting open space. Organize a task force to develop a plan for special features that fit the scale of this open space, such as a fountain, sculpture or landmark tree planting.

- At south leg of Dunes Drive, begin southbound left-turn lane for I-205 southbound on-ramp. Create width for this by dropping outside northbound travel lane north of southbound I-205 ramp.
- Extend Dunes Drive east through the shopping center and concrete plant to intersect Main Street Extension.
- Install raised landscaped median starting north of Dunes Drive and extending north through Main Street Extension. Eliminate unsignalized southbound McLoughlin Boulevard left turn into northern shopping center driveway.

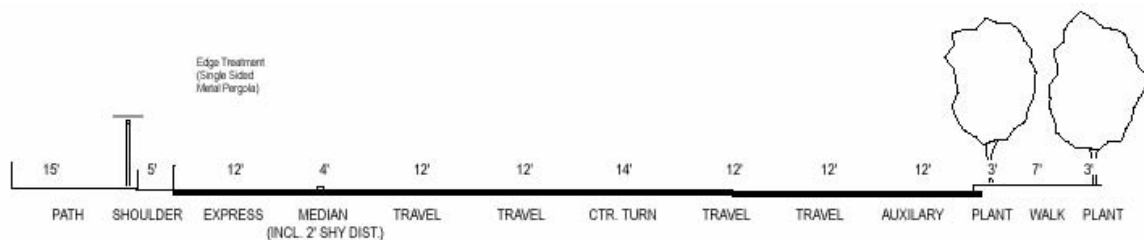


Figure 3 – Cross-Section North of I-205 Northbound Off-Ramp, Looking North

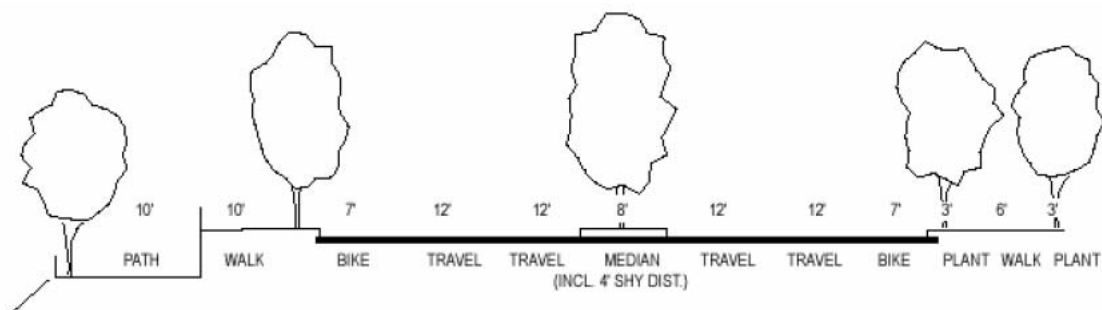


Figure 4 – Cross-Section 100 Feet North of Clackamette Drive Overpass, Looking North

Cross-Section Width Criteria

As shown in the Preferred Plan drawings, travel lanes are narrower south of 14th Street and wider to the north. In addition to specific lane widths shown on the plans, the following width criteria applies to McLoughlin Boulevard:

- For left-turn lanes, provide a striped median width of 14 feet, including a 12-foot left-turn lane and a two-foot separator.
- South of 14th Street, raised islands should have one foot of shy-distance on either side, resulting in a raised island that is two feet narrower than the surrounding striped median.
- North of 14th Street, raised islands should have two feet of shy-distance on either side, resulting in a raised island that is four feet narrower than the surrounding striped median. This criterion will be reviewed if a Special Transportation Area (STA) is implemented north of Dunes Drive.
- South of 14th Street, provide one-foot shy-distance where travel lanes are adjacent to a raised curb.

- North of 14th Street, provide two-foot shy-distance where travel lanes are adjacent to a raised curb. This criterion will be reviewed if a Special Transportation Area (STA) is implemented north of Dunes Drive.

Implementation of the Preferred Plan

The first phase of construction under the McLoughlin Boulevard Enhancement Plan extends from 10th Street north to 15th Street and includes the entire improved width of the street. The Phase One boundary extends further north up the east side to include the closure of the northbound McLoughlin Boulevard approach to the northbound I-205 on-ramp and construction of new curb and sidewalk from 15th Street north to the remaining northbound on-ramp. Phase One also includes the Railroad Avenue intersection improvements described in Segment 1.

If ODOT's proposed replacement of the viaduct and bridge from 8th Street to 10th Street occurs as planned, concurrently with Phase One of the McLoughlin Boulevard Enhancement Plan, then the Phase One boundary can be extended south to 8th Street. This will allow construction of southbound left-turn lanes; median refuges and pedestrian crossings at 8th and 9th Streets; and wider sidewalks. However, the new viaduct and bridge must be approximately 20 feet wider than existing to accommodate these improvements.

Oregon City's Comprehensive Plan

Recommendations regarding McLoughlin Boulevard are contained in three documents that are elements of Oregon City's Comprehensive Plan: the *City of Oregon City Transportation System Plan*, adopted by Ordinance No. 01-1009, April 2001; *Oregon City Waterfront Master Plan*, adopted by Ordinance No. 01-1033, January 4, 2002; and the *Downtown Community Plan*. The McLoughlin Boulevard Enhancement Plan supports and refines these recommendations and in the case of the Transportation System Plan, makes several changes as described below.

Pages 5-8, 5-9, Preferred Land Use Plan

On page 5-8, add the following italicized text to the first paragraph under *Preferred Land Use Plan*:

The Oregon City Transportation System Plan has been developed to support and integrate with implementation of the other key elements of the Comprehensive Plan. Three recent transportation and land use planning efforts undertaken by the City were included in the TSP planning process, as described below. *A fourth planning effort, the McLoughlin Boulevard Enhancement Plan, supports and refines recommendations about McLoughlin Boulevard that were made in the Oregon City Transportation System Plan, Oregon City Waterfront Master Plan and Downtown Community Plan. The McLoughlin Boulevard Enhancement Plan also modifies several recommendations in Table 5-5 and Table 5-11 of the Transportation System Plan.*

On page 5-9, at the end of *Preferred Land Use Plan*, add the following paragraph:

Implementation of the McLoughlin Boulevard Enhancement Plan will support the development of the Oregon City Regional Center as envisioned in Metro's 2040 Framework Plan as well as the Regional Boulevard envisioned in Metro's 2000 Regional Transportation Plan.

Table 5-5, Roadway System Improvements

Change the description of Project R-103 by deleting “strike-through” text and adding italicized text:

Project R-103, McLoughlin Boulevard/99E, ~~Clackamas River Bridge to railroad tunnel~~
~~8th Street to I-205 Northbound Ramp: Boulevard improvements from Downtown~~
~~Community Plan~~ *McLoughlin Boulevard Enhancement Plan.* ~~\$3,700,000~~ \$5,531,600, Priority
A.

*Project R-103A, McLoughlin Boulevard/99E, Clackamas River Bridge to I-205 Northbound Ramp
and 8th Street to railroad tunnel: Boulevard Improvements from McLoughlin Boulevard Enhancement
Plan, \$5,746,000, Priority B.*

Delete the following projects from Table 5-5; refer to related discussions under *Related Issues* in the following section of this report.

- Project R-49, Highway 99E/I-205 Northbound Ramps: Provision of dual southbound left-turn lanes, dual westbound left-turn lanes and an exclusive northbound right-turn lane.
- Project R-50, Highway 99E/Main Street: Provision of exclusive left-turn lanes on all intersection approaches.

Change the description of Project R-48 by deleting “strike-through” text and adding italicized text:

- Project R-48, Highway 99E/I-205 Southbound Ramps: ~~Provision of dual southbound left-turn lanes.~~ *Monitor traffic operations, update analysis and review need for dual southbound left-turn lanes.*

Table 5-11, Bicycle System Improvements

Change the description of Project B-8 by deleting “strike-through” text and adding italicized text:

Project B-8, Highway 99E: ~~I-205 to South UGB~~ *14th Street to Dunes Drive: Restripe*
outside northbound lanes to accommodate bicyclists.

Left-Turn Access at McLoughlin Boulevard and Main Street

Although the preferred plan does not include dedicated left-turn lanes at the intersection of McLoughlin Boulevard and Main Street, left turns will be allowed through gaps in traffic. ODOT and the City may need to re-evaluate left-turn configurations at this intersection if safety or level-of-service issues arise in the future.

If demand increases for the northbound McLoughlin Boulevard left turn to southbound Main Street into the Blue Heron site, it may be possible to accommodate a left-turn lane by acquiring a narrow strip of right-of-way along the north side of McLoughlin Boulevard between Railroad Avenue and Main Street. This parcel currently is occupied by a small one-story commercial building.

I-205 On-Ramps and Future Left-Turn Capacity at Dunes Drive

In the Preferred Plan, McLoughlin Boulevard is designed so the southbound McLoughlin Boulevard left-turn lane to I-205 southbound could be extended north through the Dunes Drive intersection if additional left-turn storage capacity were needed in the future. Alternatively, this additional width could be used to add a second southbound left-turn lane at Dunes Drive.

Oregon City would not be in favor of extending the southbound left-turn lane to southbound I-205 north through Dunes Drive, preferring instead to add a second southbound left-turn lane if additional capacity were needed in the future. While widening McLoughlin Boulevard for this purpose would be feasible, the ability to widen the southbound on-ramp to add a second lane would be influenced by several factors, which were reviewed in concept during the preparation of this plan:

- Ramp alignment: Preliminary geometric review indicated that the tight ramp radius would preclude widening the inner side of the curve. Widening the outside of the curve might necessitate realigning the southbound ramps and acquiring additional right-of-way from the adjacent shopping center.
- Freeway alignment: ODOT concluded that the existing cross-section of I-205 would not accommodate a second southbound acceleration lane without widening the fill embankment as well as the nearby George Abernethy Bridge (I-205 Bridge). Such improvements currently are not planned by ODOT.

Widening McLoughlin Boulevard would also be necessary in order to add a second southbound left-turn to the northbound I-205 on-ramp. The ability to widen the northbound on-ramp is constrained by the alignment of Main Street Extension to the south and east. Oregon City and ODOT have discussed the following points with respect to future dual left-turns at the I-205 northbound and southbound on-ramps and the corresponding need to widen the ramps themselves:

- Oregon City would like ODOT to keep the dual left-turn lanes in mind when any improvements to adjacent segments of either McLoughlin Boulevard or I-205 are considered.
- Oregon City would like to ensure that the ability to implement these improvements not be foreclosed by other projects without a specific decision by Oregon City and ODOT.
- ODOT cannot commit now to a feasibility analysis for dual left-turn lanes because a need for them has not yet been documented.

Lane Widths

The Preferred Plan dated July 31, 2003, shows 11-foot travel lanes south of 14th Street and 12-foot travel lanes to the north. Eleven-foot travel lanes are narrower than typically required on a facility, such as McLoughlin Boulevard, that is classified as a District Highway in the Oregon Highway Plan (OHP). However, in a Special Transportation Area (STA), ODOT sometimes allows narrower lane widths. On January 14, 2004, the Oregon Transportation Commission adopted a Special Transportation Area (STA) designation for McLoughlin Boulevard from the railroad underpass north to 14th Street. Based on this designation, ODOT has indicated that 11-foot travel lanes and seven-foot parking lanes will be acceptable south of 14th Street. As part of implementing the STA, Oregon City will need to prepare a management plan; requirements are listed in the Oregon Highway Plan.

ODOT and Oregon City have agreed not to pursue STA designation for the I-205 interchange influence area because of high traffic volumes and because the development of adjacent pedestrian-oriented land uses is not feasible in this segment. Therefore, the requirement for a minimum 12-foot lane width will remain in this segment.

ODOT may consider an STA designation for a segment of McLoughlin Boulevard that begins north of the interchange influence area, near Dunes Drive, and extends north to the Clackamas River Bridge. ODOT support for an STA designation in this segment would be contingent on Oregon City's compliance with local street connectivity requirements per the Regional Transportation Plan. The City would verify that lane widths and other design criteria in the Preferred Plan and Final Report for the McLoughlin Boulevard Enhancement Plan were consistent with STA criteria.

Regional Center Development and Parisian Boulevard Design Concept North of I-205

Oregon City's Downtown Community Plan envisions the area north of I-205 redeveloping according to Metro's 2040 land use concepts for a Regional Center. While the McLoughlin Boulevard Enhancement Plan provides streetscape design information for this segment, it is not as detailed as southern segments because the Downtown Community Plan does not provide specific information on how properties adjacent to McLoughlin Boulevard would redevelop or how local access would be provided.

The proximity of the I-205 interchange and very high traffic volumes limit the ability of this segment of McLoughlin Boulevard to accommodate local access, on-street parking, pedestrian-oriented streetscape or other amenities associated with the mixed-use redevelopment envisioned in the Downtown Community Plan. A Parisian boulevard design could accommodate these conflicting operational requirements by adding local access streets parallel to the existing through-lanes. Currently ODOT is reviewing a Parisian boulevard concept the consultants sketched for McLoughlin Boulevard north of I-205. However, development of this concept is not within the scope of the McLoughlin Boulevard Enhancement Plan.

At a minimum, Oregon City would like to define the Parisian boulevard concept enough to guide the redevelopment of adjacent properties in a manner that supports the objectives of the Downtown Community Plan and Waterfront Master Plan. As envisioned by the consultants, the Parisian boulevard design concept would include the following elements:

- A parallel access street similar to a frontage road on the east side of McLoughlin Boulevard, west of the commercial buildings that house Shari's Restaurant, Starbucks and other businesses that comprise the existing and future frontage of the Oregon City Shopping Center property. The parallel access street would include sidewalks, streetscape improvements and on-street parking on the east side and would connect to the existing parallel access street that connects to the Main Street Extension northwest of the Firestone store. This street would intersect with the future eastern extension of Dunes Drive (which will connect to the Main Street Extension) as well as future east-west streets that will be part of an urban grid.
- Improvement of Clackamette Drive so it will serve as a parallel access street west of McLoughlin Boulevard, with sidewalks, streetscape amenities and on-street parking.
- Design elements that would support the development of street-level pedestrian oriented uses along the west side of McLoughlin Boulevard. An example of this would be street-level commercial development with below-grade parking accessed from Clackamette Drive.

Bicycle Access in the McLoughlin Boulevard Corridor

During development of the McLoughlin Boulevard Enhancement Plan, participants evaluated the possibility of installing bike lanes along the length of McLoughlin Boulevard. Participants determined that a combination of bicycle treatments is appropriate.

Right-of-way is constrained on McLoughlin Boulevard south of 14th Street, and provisions for sidewalks and on-street parking were given higher priority than bicycles after participants recognized that a preferred parallel route for cyclists is available for a portion of the corridor using Railroad Avenue and Main Street. The parallel route will require signage designating the bicycle route.

The multi-use path on the west side of McLoughlin Boulevard provides for north-south through bike traffic along another portion of the corridor, however, accessing the path is inconvenient for northbound bicyclists, as it requires the crossing of McLoughlin Boulevard.

To mitigate for this inconvenience, the plan includes a bike lane or path on the east side of McLoughlin Boulevard from the vicinity of 14th Street to Dunes Drive. This bike facility can be easily accessed from locations on the east side of McLoughlin Boulevard. Striped bike lanes between Dunes Drive and the Clackamas River Bridge were recommended on both sides of McLoughlin Boulevard.

Yet another alternate or “parallel” route was recognized for the corridor north of 14th Street; the Main Street Extension and Clackamas River Drive can be used, although the resulting route is somewhat circuitous.

To implement the bicycle system plan along McLoughlin Boulevard and elsewhere in the regional center, the McLoughlin Boulevard Enhancement Plan recommends providing bicycle facilities as shown in the plan view drawing of the preferred plan. This consists of:

- Bike lanes on the east and west sides of McLoughlin Boulevard between Dunes Drive and the Clackamas River Bridge.
- A multi-use path on the west side of McLoughlin Boulevard between Dunes Drive and the Blue Heron site.
- A bike lane on the east side of McLoughlin Boulevard between Dunes Drive extending to 14th Street. A 15-foot-wide multi-use path may be considered for a portion of this section that should be determined in preliminary engineering. Factors to consider in preliminary engineering include turning conflicts where freeway ramps meet the bike facility, the cost of additional right-of-way and construction for each alternative, and consistency and compatibility with the multi-use path that serves as a bike facility on the west side of McLoughlin Boulevard.
- The river-side path or promenade will have signalized crossings for cyclists and pedestrians at 14th, 12th, 10th, and 7th Streets to connect with downtown destinations.

Additional recommendations consist of these improvements not shown on the plan view drawing:

- Provide signage designating bike routes along Railroad Avenue, Main Street, the Main Street extension and Clackamette Drive – locations to be confirmed during preliminary engineering.
- Provide striped bicycle lanes along both sides of Clackamette Drive and the Main Street extension.

Corridor Access Strategies

- The McLoughlin Boulevard Enhancement Plan is a conceptual design for long-term roadway improvements that coordinate with property redevelopment to create a multi-modal friendly environment that connects downtown Oregon City to the Willamette River waterfront. The overall project will be implemented in several phases. Implementation of the plan is not intended to adversely impact safe access to existing properties along McLoughlin Avenue. During design of each phase, the City will work with pre-existing uses to develop access options that maintain and enhance safe access and circulation that will accommodate the needs of the pre-

- existing uses. However, as redevelopment occurs along the corridor, property orientation and access restrictions to McLoughlin Boulevard will be pursued to fully implement the conceptual design and meet ODOT access spacing requirements.
- The parking and access configuration for implementing the conceptual design between 5th Street and 6th Street (at the pull-out shown near 6th Street) will be determined during project development for this location, with an overall objective of providing reasonable access to the adjacent business, considering the size, type of land use, and amount of traffic generated by the existing business.

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